DOCUMENT RESUME

ED 026 451 VT 001 412

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Neighborhood Manpower Programs. Manpower Training Series.

New York Univ., N.Y. Center for the Study of Unemployed Youth.
Spons Agency-Office of Juvenile Delinquency and Youth Development (DHEW), Washington, D.C.
Pub Date 67
Note-65p.
Available from-Center for the Study of Unemployed Youth, Graduate School of Social Work, New York University, 853 Broadway, New York, New York 10003 ($1.00).
EDRS Price MF-$0.50 HC-$3.35
Descriptors-Community Agencies (Public), Community Cooperation, Community Programs, Community Support, Disadvantaged Groups, *Federal Programs, Job Placement, *Manpower Development, *Manpower Needs, *Neighborhood Centers, Neighborhood Integration, Poverty Programs, Program Planning, Vocational Adjustment, *Vocational Education, Work Experience
Identifiers-Job Corps, New Careers Program, Vocational Rehabilitation Services, Youth Opportunity Centers

In order to assist both volunteers and staff at all levels in planning and operating manpower services in neighborhoods, an attempt has been made to place "neighborhood method" in its proper context as a part of a comprehensive manpower program, and to provide guidelines for integrating manpower activities into a total neighborhood service approach. The preparation of the monograph was preceded by visits to a number of communities in the northeast region of the country that had operating manpower programs in neighborhoods. A number of experts were interviewed and a variety of reports and evaluations of programs were reviewed. Consequently, the monograph represents the findings and experience of a number of groups and individuals. It was concluded that the neighborhood centers appear as a feasible and effective instrument for the first contact in delivering needed manpower services. (CH)

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NEIGHBORHOOD MANPOWER PROGRAMS

by MAURICE W. MEZOFF

MANPOWER TRAINING SERIES

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NEIGHBORHOOD MANPOWER PROGRAMS.

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OFFICE OF EDUCATION

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This publication is part of a project conducted by the N.Y.U. Center for the Study of Unemployed Youth under a grant provided by the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education, and Welfare to develop curriculum materials for program planners and operators.

FALL 1967

CENTER FOR STUDY OF THE UNEMPLOYED

PURPOSE

The Center for the Study of the Unemployed of the Graduate School of Social Work reflects fundamental policies of New York University to reach out and contribute to the progress and development of the community.

The Center engages in a variety of activities designed to contribute to knowledge of the multiple problems faced by the unemployed and to assist in the planning and administration of programs for such persons. By facilitating the interaction between practitioners and academic specialists, the Center hopes to improve understanding and skill in each area of concern resulting from the unemployment of these people. The activities of the Center are supported with funds provided by New York University, The Office of Economic Opportunity, the U.S. Department of Health, Education, and Welfare, and the U.S. Department of Labor.

PROGRAM

Research. The Center is currently completing a three-year study of changes in work attitudes and performance of youth enrolled in the Neighborhood Youth Corps in New York City.

Curriculum Materials. The Center develops training materials primarily through workshops and institutes, participated in by planners and operators of youth-work programs among federal, regional, state and community agencies. The curriculum materials are intended to serve the training needs of personnel engaged in employment programs at all levels.

Technical Assistance. The Center offers technical assistance in the planning, operation and assessment of Comprehensive Employment Programs and Scheuer nonprofessional programs for selected metropolitan areas.

Training. The Center designs and conducts training programs for staff personnel of the Bureau of Work Programs.

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PREFACE

This monograph has been prepared as an aid to those concerned with planning for and operating manpower services in neighborhoods. It is intended to help in guiding both volunteers and staff at all levels to better serve those individuals who look to the neighborhood center for help with employment problems.

It was the hope in developing this monograph that it would prove to be more than a "how to do it" booklet. It attempts to place the "neighborhood method" in its proper context as part of a comprehensive manpower program. In addition, it attempts to provide guide lines for integrating manpower activities into a total neighborhood service approach.

The preparation of the monograph was preceded by visits to a number of communities in the northeast region of the country that had operating manpower programs in neighborhoods. A number of "experts" were interviewed and a great variety of reports and evaluations of programs were carefully reviewed. Thus, the monograph represents the findings and experience of a great number of groups and individuals.

The author wishes to express his appreciation and gratitude to the many individuals who gave so freely of their time and who so willingly shared their knowledge and experience. Each of the program operators and their staffs exhibited great enthusiasm for the work they were doing and confidence in their methods and approaches. The methods and approaches varied from community to community and each had been tested in the crucible of experience. All admitted that problems were severe, resources to do the job were limited and that "we" were really just beginning to learn. All were, however, hopeful.

The monograph, as a result, presents alternative methods for delivering neighborhood manpower services which stem from present experiences and guides operators in making choices of method which best meet the complex needs of people and are most compatible with the style of service delivery of their own communities.

In August of 1966 President Johnson, while in Syracuse, New York, made a pledge to establish a neighborhood center of some kind "in every ghetto in America."

It should be noted, that governmental effort to meet the complex needs of our disadvantaged population continue to expand. Resources are growing and new programs are coming into being. In the last analysis, these new services must be delivered to those in need, the target population.

As of now, the neighborhood centers appear as a most feasible and effective instrument for the first contact in delivering these services. It must be assumed, therefore, that resources for their continuing and expanding operations will also continue to grow.

Since we are at the beginning period of operating these centers, experience is limited and programs experimental. It must be anticipated that the nature and character of these centers will change with the passage of time and the accumulation of experience. This should produce a number of workable and more imaginative and efficient models and result in better service to people. The successful operation of any center, at this point in time, will depend upon its flexibility and readiness for change for better meeting the needs of the people utilizing its services. Providing neighborhood services in each community is a challenge to the ingenuity, imagination and dedication of those who plan and operate these programs.

INTRODUCTION

Central and most important to any solution to the problem of poverty is the need for providing adequate employment opportunities and all of the supports necessary for our disadvantaged population to take advantage of these opportunities as they are developed.

In recognition of this, federal, state and local community resources have been committed to the development of a wide variety of manpower programs directed toward increasing these employment opportunities and the potential of people for using them. The federal government spent more than 2 billion dollars for programs in manpower in 1966. It is anticipated that the national commitment will continue to increase.

While it is widely accepted that any plan for developing job opportunities must consider both the availability of jobs, on the one hand, and making people suitable for jobs on the other, an added component in the plan must be a mechanism which brings people to the job or to those programs which eventually lead to employment. A discussion of that mechanism is the central focus of this paper. The mechanism which has developed as the means of recruiting clients for the variety of manpower programs now established in most communities is the neighborhood manpower center. As of federal fiscal 1967 manpower services were available in some seven hundred neighborhood centers and it is anticipated that 1800 additional centers will be opened in all parts of the United States during the next few years.

It might be helpful, however, to program planners and operators to have some understanding about the history and purpose of these programs and services to which the neighborhood manpower center program will be related.

THE COMPREHENSIVE MANPOWER PROGRAM

BACKGROUND

Comprehensive manpower programs are a recent program development made possible, in its present form, through federal legislation passed during the 1960's. The development of this legislation is discussed by R. A. Nixon in an article published by the Center for the Study of Unemployed Youth:

> "Between 1961 and 1966 Congress enacted a wide ranging series of laws dealing with the manpower problems of labor force supply, employment and unemployment. This burst of legislation came about without plan or pattern in response to pressing problems of hard-core unemployment in depressed areas, juvenile delinquency, "automation"-displaced workers, chronic poverty and shortages of some skilled and professional workers. The result has been the development of major federal programs which in their totality comprise most of the basic elements required for an integrated national manpower program . . . .
> . . . . The major pieces in this extraordinary bundle of manpower-related laws are: The Area Redevelopment Act of 1965; the Juvenile Delinquency and Youth Offenses Control Act (1961); the Manpower Development and Training Act (1962); the Economic Opportunity Act (1964); and the Vocational Rehabilitation Act (1965). In addition several laws indirectly but still importantly related to manpower programs were passed, most notably the Medical Assistance Programs (Title XIX) of the 1965 Social Security (Medicare) Amendments, the Elementary and Secondary Education Act of 1965 (Title I for aid to education of children of low income families) and the Civil Rights Act of 1964."[1]

Prior to the enactment of the legislation of the 1960's, the federal government did express concern for problems of unemployment particularly in the 1930's through its public works programs designed to create jobs. The federal-state Employment Service also came into being in the 1930's. It continues to function today as a major component of the job placement aspect of any comprehensive community manpower program.

National Program Emphasis

It might be helpful for program operators to understand the change in emphasis of federal manpower efforts as part of the evolution of national manpower policy. In a booklet entitled, MAKING SENSE OF FEDERAL MANPOWER POLICY, Levitan and Mangum describe the new dimensions of national manpower policies:

> "Although the federal government is no novice in affecting manpower utilization, the emphasis during the sixties has changed radically. The traditional concern of federal manpower policy was the supply of labor, both skilled and unskilled. Early examples are encouragement of immigration prior to 1920, the

R. A. Nixon in an article published by the Center for the Study of Unem-

MANPOWER POLICY, Levitan and Mangum describe the new dimension

land-grant college system established during the post-Civil War period of agricultural expansion and early industrialization, and matching grants for vocational education as industrialization entered more sophisticated stages. Even the federally-financed state employment services have been primarily concerned with filling job orders. Only during the depression of the 1930's did manpower policy efforts shift to the demand side by financing public works and work-relief jobs.

"During World War II, the federal impact upon manpower was all pervading. Not only were millions of persons drafted into the armed forces, but vast numbers were also trained and retrained for war production. Wage policies also were utilized to channel labor into defense industries. The G. I. Bill of Rights, following World War II, had significant impact upon manpower development by providing education and training to 7.8 million veterans.

"During the fifties, federal manpower policies focused upon expanding the supply of highly skilled and professional labor. The establishment of the National Science Foundation and the passage of the National Defense Education Act were illustrative products of the new interests.

"During the sixties, these efforts have continued but a new dimension has been added. No longer is **the emphasis** on matching the best man with an existing job, but **on providing a suitable job for each man or equipping the man to fill a suitable job."**[2]

Thus through new and comprehensive manpower programs it has become the right of every individual to be given every opportunity for being trained for and securing help in finding a job that provides more than mere subsistence to him and his family. Those concerned with the planning and operation of local programs have carried this general policy a step further by seeking to train people to function at the maximum of their potential and to find and create job opportunities for the expression of this potential.

However, any programs conceived at the national level must be carried out in the cities and towns of the nation and it is there that programs achieve success or failure in terms of service to people. While the federal government may provide the funds, the implementation of programs must be carried out in accordance with the capability and style of each independent community.

Thus, in response to the availability of federal manpower program funds and as the action component of the war on poverty, communities across the nation have begun to mobilize their own resources to implement manpower services.

As might be anticipated, a huge number of problems became evident in the mounting of such a massive effort in a relatively short period of time. Lack of knowledge and experience in manpower programming, shortages of trained personnel, jurisdictional disputes and problems of coordination all surfaced quickly as the programs got underway.

The result has been that, to this point, manpower training and job placement efforts on behalf of the disadvantaged have met with varying degrees of success. No community has been able to mount a totally effective or comprehensive manpower program. Each community, however, has begun the process of building and learning. Components of the program are in operation so that service to the disadvantaged is increasing.

It is not the purpose of this paper to examine the problems which have arisen. It assumes that programs and services are functioning and places emphasis on those parts of the program carried out in neighborhoods. Each community must recognize the problems as they emerge and deal with them, keeping in mind that the basic objective is the development of effective service to people. The delivery of these services will begin in the neighborhoods.

THE NEIGHBORHOOD SERVICE CONCEPT

In its pamphlet entitled "Standards for Neighborhood Centers" The National Federation of Settlements and Neighborhood Centers define a neighborhood in the following way:

> "A Neighborhood is the smallest cell of city life, a grouping of households small enough for face-to-face relationships, and large enough to support primary services needed by families. Roughly, it corresponds to the area served by an elementary school. Its institutions meet most of the needs of pre-adolescent children."[3]

From the view point of the individual living in an urban poor neighborhood, it tends to be a geographic area where he shops or walks. It is a grouping of streets whose names are familiar, an area within which one recognizes familiar faces and identifies strangers. It is an area within which all the young children go to the same school or play in the same playground. It is a place where most of the people are at a similar economic level and faced with common problems that are symptomatic of those who live in poverty.

It is also an area where people have had frequent contact with welfare workers, settlement workers, public health nurses, clinics, probation officers and others who bring services to the poor. New, however, are the storefront centers for helping to find jobs and staffed by people to whom one can readily bring one's problems.

Neighborhood Service Centers are both an old an a new idea.

> "Also referred to as community centers, neighborhood houses, community or neighborhood associations, or guilds are multifunctional agencies which exist to serve the social needs of persons in given geographical neighborhoods. It has been said that the neighborhood is their 'client'. The Settlement movement began in England during the 1880's. Toynbee Hall (1884), the first settlement was started when Samuel Barnett, then vicar of St. Jude's parish in London, invited a number of university students to join him and his wife in 'settling' in a deprived area. Their aim was to gain understanding of the conditions under which the working classes lived and enlist the aid of the more fortunate in altering these conditions . . . . The original settlement in this country was Neighborhood Guild (now University Settlement) founded in 1886 in New York City."[4]

Thus the idea of bringing services in neighborhoods to the economically disadvantaged began as early as 1884. Today there are more than 800 Neighborhood centers of the Settlement House variety located in urban centers across the United States. The goals of these centers have remained fairly stable over the years.

> " . . . improvement of living conditions is still one of the main objectives of settlements. Combined with it are the strengthening of family; creating a feeling of neighborliness by helping individuals and groups to relate to one another; developing indigenous leadership; and integrating a local neighborhood with its city, state, nation and the world . . . . "[5]

While the neighborhood centers of the settlement idea provided a variety of services to the people of the neighborhood, their approach and role differs from that of the neighborhood, centers being given impetus by the poverty program. Lorene Pacey described this role in her introduction to READINGS IN THE DEVELOPMENT OF SETTLEMENT WORK. "Settlements have tried to find, not to be, the solution for needs."

With the development and growth of the "war on poverty" national focus on the problems of the poor highlighted the fact that a large variety of essential services such as health, education, employment etc. were not available, were "substandard," were not used or were not in sufficient quantity to meet the needs of the poor.

Thus, the delivery of essential human services to the poor became a primary goal in the war on poverty and the neighborhood center approach became the chief means of delivering these services. It is not, however, the only goal of these centers.

> " . . . the multipurpose Neighborhood Center is not in itself an anti-poverty program. It should not be regarded as a single solution to the problem of poverty. Rather, it is a program through which an almost limitless variety of anti-poverty programs — a combination chosen by the people in the neighborhood, reflecting what they know are their own special needs — can be organized, coordinated, and delivered . . . . The neighborhood center's most important function is to provide the people of a neighborhood with a structure and a program design to enable them to act. The center should help people gather and use their own resources, as well as those in the community at large; it should help them develop the competence to work in their own behalf toward the resolution of the social and economic problems of poverty in their neighborhood."[6]

The general purposes of neighborhood centers have been described by Perlman and Jones in a working definition as part of an intensive study of such centers in six communities.

1. "It provides information and referral services to assist people to use established agencies. In some instances a reaching-out operation brings 'information and referral' to the neighborhood resident in his home or on the street.
2. "The center acts as advocate to protect a client's interests and rights with respect to another agency. It may also seek a change in another agency's procedure or policy that will become a precedent for similar situations.
3. "Concrete services are provided directly to individuals and families. The list varies from project to project and may include one or more of these: legal aid; day care for children, employment counseling, training and job placement, casework, assistance in homemaking, recreation and group work, health services, and help with housing problems.
4. "The center organizes and mobilizes groups for collective action on behalf of the residents of the neighborhood. This ranges from facilitating two-way communication between resi-

> dents and local institutions to assisting groups to confront and challenge those who make decisions affecting conditions and services in their neighborhood."[7]

The more specific advantages to the poor are related to: a) proximity to clients, b) opportunity for continuity of service, c) services directed exclusively to the needs of disadvantaged people, and style of delivery of service can be more compatible with the general life style of the poor (e.g. informal, no language barriers, evening hours, etc.) d) providing service to people when and where they are needed.

For the neighborhood the center serves a variety of specific purposes including: a) it can be more responsive to the unique needs of the neighborhood, b) integrate and coordinate resources e.g. jobs and manpower, c) may act as integrating agent for neighborhood to total community programs and services, and d) communicates information for broader community planning.

Hundreds of the "new" neighborhood services have been developed over the past few years by a large variety of public and private agencies. Greatest impetus in neighborhood manpower centers has been given by the Community Action Agencies funded by the office of Economic Opportunity. A variety of other neighborhood services have been developed by other sponsoring agencies such as mental health groups, public welfare and public health.

Significantly, many report employment problems a main reason for people seeking help at neighborhood service centers. As an example, the following is cited from the report of Perlman and Jones concerning the Roxbury Neighborhood Center in Boston.

> "Every fifteenth case, 92 in all, registered during 1965 was read and notes were taken on all the problems that were identified by either the client or the worker. The following table shows the first problem mentioned and the distribution of all problems that were subsequently identified in the case records."[8]

DISTRIBUTION OF PROBLEMS IN SAMPLE OF ROXBURY CASES

Problem	Mentioned First		All Problems	
	Number	Percent	Number	Percent
Employment	37	40	49	27
Legal	21	23	36	20
Financial	14	15	28	16
Housing	9	10	23	13
Family	7	8	25	14
Health	4	4	18	10
TOTAL	92	100	179	100

In visits to various communities and in the review of a number of program reports, the author found that problems of employment tended to be among the most frequent problems dealt with at the neighborhood center. Problems in relation to public welfare and a wide variety of family problems were also a frequent subject of discussion with neighborhood center personnel. Even in centers where the main focus of service is upon problems other than employment, such as Lincoln Hospital Mental Health Services in the Bronx, New York, the frequency with which employment problems have become an integral part of a mental health treatment plan has lead the staff to explore moving toward developing manpower services as part of the center program.

That problems of employment should emerge as the cornerstone of any plans for neighborhood services should not be surprising. By employment problems, we mean both unemployment and underemployment. This would mean families or individuals who either earn no income or whose earnings provide less than or little more than mere subsistence.

The development of effective manpower services within neighborhoods would, therefore, constitute a key element in any program leading to the solution of problems related to poverty.

NEIGHBORHOOD MANPOWER SERVICE MODELS

Present experience has indicated two basic approaches to manpower services in neighborhoods. Others may be variations or combinations of these models. The manpower center may be a separate physical entity located, usually as a store front, in a neighborhood. While it relates closely to neighborhood workers, its administration is tied closely to the overall or comprehensive manpower program of the community. A second approach has been to include manpower service as part of a multi-service neighborhood center. It is tied more closely administratively to the controls of the multi-service center. Today there tends to be more movement toward manpower programs in neighborhoods being part of total and comprehensive services to the neighborhood residents. The 14 model cities (discussed later) for neighborhood development will influence greatly the direction that these services will eventually take.

Three general types seem to be emerging:

> a. An advice and referral center that chiefly provides information and directs people to specialized agencies for services. Such centers will also engage in out-reach, advocacy, and follow-up services and may provide transportation.[9]

Under this plan the manpower center would be one of those services to which referral would be made. This would reduce the necessity for out-reach function of the manpower center. Since a follow-up procedure is anticipated by the central service, it might relieve the manpower center of this responsibility. The manpower center, however, would have to coordinate with other neighborhood servies directly and have a major responsibility in the management of the client while he is involved with the comprehensive manpower service. The manpower center would also be interviewing and doing intake in accordance with its own system of record keeping. This model assumes that a wide variety of manpower and other services are available to clients.

> b. A diagnostic and limited service center that has a central intake and analysis Unit to interview people, ascertain needs, and refer or take them to specialized agencies linked to the center. Limited on-the-spot services would also be provided at the center or within walking distance of it.[10]

This plan assumes a wide variety of available neighborhood services. Decision making relative to which service the client needs is done here. This would have a high concentration of professional workers with a variety of skills. This would also necessitate either excellent and unusual working relationships with other services or some administrative control over them. It would probably mean that manpower services would be highly specialized and supportive services to the client provided by other agencies.

c. A comprehensive multi-purpose center that ideally, is a social service "shopping plaza", housing under one roof or within walking distance as many community social agencies as possible and providing central outreach, intake, diagnosis, advocacy, follow-up, and community organization functions.[11]

For the disadvantaged this model may hold a great deal of promise. It can serve the client totally at the time he needs the service. Manpower functions would be part of a "unified" or whole service. There would be a greater integration of manpower functions into the variety of neighborhood services plus a relationship to a community-wide manpower program. Outreach would be easier since clients would appear at the center for a greater variety of reasons. Employment problems could be picked up as part of the normal diagnostic procedure. Supportive services might be readily available.

This model, however, assumes that effective coordination between the services is posible.

Whichever model emerges in a given neighborhood, there will be certain constant functions which will make up the neighborhood manpower program. Variations in the models will only affect the emphasis of the program.

THE TARGET POPULATION IN NEIGHBORHOODS

From the viewpoint of those planning or operating manpower programs in neighborhoods a basic problem relates to the particular population that they seek to provide with service. As should be anticipated, those conditions which brought about poverty would be a set of conditions least conducive to employability. Thus, employment programs in neighborhoods, to achieve success, will require greater effort, skill, patience and ingenuity on the part of the service than has been the practice in the employment field heretofore. Some general characteristics of the disadvantaged population have direct bearing on the planning of comprehensive manpower programs.

> "... Despite the inadequacy of standardized data, some generalizations about clients (of neighborhood centers) can be drawn. The centers served a population that was representative of their areas, racially and ethnically. Beyond this, the nature of the service offered appears to be one of the factors that influenced the kinds of people who were attracted. The programs that emphasized a family-centered, generalized social service had two-thirds or more of their clients in the 20-40 age group, and two-thirds were female. The programs that stressed employment service had a higher percentage of young and single people . . ."[12]

Employment problems rarely are manifested in isolation but are usually accompanied by a number of other problems which are the result of unemployment or which have been a cause for unemployment. Service to the individual or family will require the blending of effort of a sizable number of agencies and personnel to make sustained employment possible. The management of such problems require a high degree of cooperation, coordination and communication between a number of individuals and agencies.

A high level of motivation for work has long been recognized as an important asset in successful placement for employment. The disadvantaged representing the potential client loads of the neighborhood manpower programs have been characterized as "apathetic." More recent interpretations have labled this attitude as "a feeling of hopelessness." It manifests itself in an inability to "cope" and resignation resulting in poor grooming and poor personal hygiene. Among the young it may be expressed through belligerence, a lack of discipline, inability to relate to authority, early leaving of school and anti-social behavior leading to contacts with the law and courts. Neither attitudes of resignation or belligerence presents the individual as an ideal candidate to a prospective employer.

Disadvantaged populations have also been characterized as having severe educational deficiencies, health problems and language difficulties. Thus at Mobilization for Youth in New York City which sponsors a highly

sophisticated neighborhood employment program, more than one-third of the clients speak Spanish only. Of those who reported such data at Mobilization for Youth more than 45% had only an elementary school education. In New Haven, Community Progress, Inc. manpower program reported that 58% of clients were school dropouts and 36% had less than a tenth grade education. Little data is available on health problems despite a recognition that it is a real deterrent to sustained employment.

> "Health problems are more widespread and health standards much lower in slum areas than in more affluent sections of cities and the country generally. How much of the sub-employment of slum residents is traceable to chronic health problems and disabilities cannot be estimated precisely, but probably around 10 to 20 percent of the individuals involved have such problems.
>
> Of the slum residents who were jobless and seeking work, 6 percent considered health problems the main reason for their unemployment. And the proportion of men with disabilities so great that they are unable to work is much higher in poverty than non-poverty areas. This proportion is considerably higher among Negro than white men (in both poverty and other areas). Negroes not only suffer the most from inadequate health care, poor nutrition, and poor living conditions, but can less often qualify for white-collar and other jobs suitable for workers with limited physical disabilities.[13]

What about the factors of discrimination as problems of the potential clients of manpower programs. What are the special problems of youth unemployment? Despite a growing economy and what some consider to be a rather tight labor market, finding meaningful jobs is difficult for the target group. While available unemployment may be questionable, the known rates may be of some use in understanding the present situation faced by those concerned with manpower programs. The non-white unemployment rate is twice as high as that for whites. Unemployment of youth is three times as high as the national rate and for non-white youth is five times as high. Discrimination still remains one of the most difficult manpower problems.

The point to be made in examining some of the characteristics of the "target population" is that the neighborhood manpower center, as the point of closest contact with this group, has a unique and challenging responsibility. Knowing these characteristics emphasizes the magnitude of the problem, points up the kinds of functions to be carried out by the center and will help to sharpen the goals of its program.

An important function of any comprehensive manpower program is then to examine the person seeking help in relation to his assets and liabilities not only in terms of immediate employability but also with an eye toward future potential and growth. This means learning about his strengths as well as deficiencies.

From this information the person designated as a counselor to the individual is guided in marshaling the resources of other components of the comprehensive manpower program to repair damage to health by obtaining medical or dental treatment, to upgrade reading and arithmetic skills through adult basic education classes, to provide or obtain help in solving family or legal problems; to begin the process of developing marketable skills through referral to a training program or to help the individual toward employment through a job placement service.

CHARACTERISTICS OF CLIENTS SERVED BY THE ONE-WEEK DIAGNOSTIC UNIT FROM JULY 1, 1966 THROUGH FEBRUARY 28, 1967 of the St. Louis Evaluation and Training Center, administered by Jewish Employment & Vocational Service.

AGE	
16 yrs. - 17 yrs.	60
18 yrs. - 21 yrs.	385
22 yrs. - 29 yrs.	381
30 yrs. - 39 yrs.	235
40 yrs. - 49 yrs.	121
50 yrs. - 59 yrs.	61
60 yrs. - 69 yrs.	4
UNKNOWN	53

MARITAL STATUS	
SINGLE	496
MARRIED	417
SEPARATED	209
DIVORCED	73
WIDOW OR WIDOWER	46
UNKNOWN	59

SEX	
MALE	194
FEMALE	1106

RACE	
CAUCASIAN	92
NEGRO	1138
MONGOLOID	1
UNKNOWN	69

POLICE RECORD	
YES	151
NO	1071
UNKNOWN	78

PHYSICAL LIMITATIONS	
YES	171
NO	1061
UNKNOWN	68

NUMBER OF CHILDREN	
0	403
1	256
2	178
3	132
4	98
5	68
6	37
7	34
8	14
9	5
10	4
MORE THAN 10	6
UNKNOWN	65

LITERACY LEVEL	
ILLITERATE	105
4TH GRADE	127
5TH GRADE	195
6TH GRADE	286
7TH GRADE	254
8TH GRADE	139
9TH GRADE	78
10TH GRADE	48
11TH GRADE	12
12TH GRADE	6
13TH GRADE	3
ABOVE 13TH GRADE	2
UNKNOWN	45

EDUCATION — HIGHEST GRADE COMPLETED	
0 GR. - 3RD GR.	10
4TH GR. - 6TH GR.	49
7TH GR. - 8TH GR.	205
9TH GR.	152
10TH GR.	271
11TH GR.	187
12TH GR.	356
SOME COLLEGE	4
UNKNOWN	66

COMPUTATIONAL LEVEL	
TOO LOW TO BE MEASURED	97
4TH GRADE	246
5TH GRADE	401
6TH GRADE	251
7TH GRADE	146
8TH GRADE	61
9TH GRADE	32
10TH GRADE	10
11TH GRADE	7
12TH GRADE	2
13TH GRADE	2
ABOVE 13TH GRADE	2
UNKNOWN	43

SOURCE OF SUPPORT	
EMPLOYED FULL TIME	71
EMPLOYED PART TIME	34
SAVINGS	23
SPOUSE	341
PARENTS	238
OTHER RELATIVES	96
WELFARE	210
PENSION	33
OTHER	28
NONE	76
UNKNOWN	150

WAIS I.Q.	
40 - 49	5
50 - 59	16
60 - 69	95
70 - 79	285
80 - 89	406
90 - 99	306
100 - 109	99
110 - 119	14
120 - 129	5
130 - PLUS	0
UNKNOWN	69

PLANNING THE NEIGHBORHOOD MANPOWER CENTER

In planning for the development of a neighborhood manpower center it will be wise to remember that there are certain general principles to be followed when developing any program of service to people. And in addition, there will be a number of specialized problems which are unique to manpower programs and that will have to be considered during the planning process. This section of the paper will discuss briefly the general principles and place greater emphasis on those unique to manpower operations.

In the preceding section the author has tried to present a broad overview of what the neighborhood approach is, why it is important and particularly what some of the major problems are. It is hoped that this has placed the problem into sharper focus for the planning group.

It must be remembered that planning is a process that moves through a series of steps toward the achievement of an objective. It is the method and procedure by which a set of objectives are to be reached. Most importantly, it is **not** something that is done once and then forgotten. It is an ongoing process that continues even after a program or service is in operation. Planning continues as problems arise that make it necessary to change methods and procedures. Flexibility and the opportunity for making changes must be part of any planning process.

The Planning Group

To begin or initiate and to organize the planning process there must be a sponsoring agency. For neighborhood manpower centers this has usually been the Community Action Agency. In most communities it has been that group or organization that has primary responsibility for manpower programs in the community. Neighborhood centers will be part of an overall plan for comprehensive manpower services. **However, any group of citizens can organize themselves to develop a program.**

An initial step in implementing the planning process will be the creation of a planning mechanism. This may take the form of a committee of the sponsoring agency or it may be a new and independent organization that creates this planning mechanism.

Most important is the determination of who should serve on and be part of the planning group. How big should it be? What is the scope of its work? How often should it meet? What kind of structure should it have? Where can it get help and guidance? How does it arrive at decisions? These are some of the matters that must be dealt with in forming the group and making it operational.

At minimum, each group will need a leader to conduct meetings, to organize the work of the group, to keep the group moving toward its objectives. Other members of the group will have to maintain records of the proceedings including assignments of work and particularly decisions made by the group.

The size of the group will vary depending upon a number of considerations. If it is anticipated that a number of organizations or agencies will in some way play a leading role in the operation of the program, it would be wise to include their representatives. These might include the public schools, Employment Service, a Casework agency, other manpower programs, unions and industrial personnel and others.

Neighborhood leaders should certainly be a key part of the planning group. Other members should be chosen for their knowledge about planning or programming. The further make up will be determined also by considerations of potential support of specific groups and a "political sense." It should be remembered, however, that smaller groups of 15-20 can accomplish more in a shorter time span than can groups of 30 or 40.

Additionally, the group should have as members or advisors, professional personnel who have expert knowledge about the technical aspects of the program being planned. They can serve in an advisory capacity to keep the group informed about possible consequences of decisions or alternative methods for courses of action. Such people may be available from a number of sources. They may be people operating such programs in neighboring communities, technical assistance personnel of governmental agencies or consultants designated by governmental agencies sponsoring neighborhood center programs.

Very often, communities will hire consulting groups to develop plans which are then adopted or modified by such committees. This, of course, requires that funds be available to the planning groups. Many groups raise such funds from private "Family Foundations," organizations or individuals.

The method for planning a neighborhood program will be dependent upon the decision of the group assigned the responsibility for implementing the planning process. The "right" way will be the way with which the group would feel the greatest commitment to the realization of the program.

The frequency of meetings of the group will relate to how quickly the planning assignment needs to be carried out and how quickly information can be gathered upon which to base critical decisions. Other demands on the time and energies of the group will also be a factor. Careful planning, however, is time consuming so that patience will need to be exercised.

Weekly meetings at a specified time and place (making sure that there is sufficient work for the group) tends to be a reasonable schedule.

An orderly procedure for appointing leadership, assigning tasks, the running of meetings and making decisions must be agreed upon by the group at the outset. Fairly simple guides such as Robert's Rules of Order are available from libraries. It is easiest, however, to follow those same procedures used by the "parent" or sponsoring organization. What is important is that each member of the planning group understand the "rules of the game." An inevitable part of group process is controversy. There must be a workable plan for resolving this and arriving at decisions.

The Planning Process

The planning process is a series of steps to be taken through group decisions. The steps are arranged in an order whereby subsequent steps are dependent upon those that precede it. Thus, in planning for the neighborhood manpower center the definitions of objectives and purposes of the program should be clearly spelled out—also the goals. In general, the neighborhood manpower center must provide or obtain from existing resources all the services necessary to make it possible for all residents of the neighborhood to reach their maximum employment potential. How this is done becomes the program of the center. The program, if, broken down into its component parts of what it does are its functions. The staff of the center carries out its different functions.

What functions it carries out and what goals it has will be related to the special needs of the people in the neighborhood, what other services there are or do not exist but are needed, and what resources of money or staff are available to it.

To plan for a neighborhood, information about the neighborhood, must be available or obtained. Geographic boundaries must be set which define clearly the neighborhood to be served. It should not exceed an area that does not allow for easy access to the center by people who may need its services. In disadvantaged areas that have severe employment problems, the center should attempt to serve smaller populations. Larger populations and small staffs may not allow for an effective program. Helping people with severe problems requires staff time and patience. Needing to serve large numbers of people can change the whole nature of a given operation, for example, from an intensive service to a reception and information center where there is a high degree of referral out.

It is important to know a great deal about the characteristics of the population to be served with special knowledge about their particular prob-

lems—employment, health, age levels, family makeup, national and racial groups, income levels, number of persons per household and whether the area is a transient one. Having this kind of information will help determine the kind of service needed.

More and more neighborhood services are conducting door-to-door serveys through the use of staff and volunteers. This serves the dual purpose of gathering data and publicising the availability of the service and the interest of the staff in the population's problems. The gathering of data and information about the neighborhood will be an ongoing process throughout planning and during the operation. A number of things need to be known including information about the labor pool, an inventory of skills in the neighborhood, delinquency rates, etc.

Help on surveys can be found from a variety of sources, especially neighboring universities. For a quick reference as to what is involved in gathering information about neighborhoods, it is suggested that a booklet entitled POPULATION DATA AND COMMUNITY SELF SURVEYS FOR THE PLANNING AND OPERATING OF YOUTH-WORK PROGRAMS by Dr. Joseph C. Lagey, Professor of Social Work at New York University be examined.

Over and above the characteristics of the population it is important to know as much as possible about the neighborhood relative to housing, transportation, social and health services, etc.

Once the "people" and the problems are identified and catalogued, the definition of program goals can begin. While being realistic is important, the tendency should be to think in terms of reaching for the ideal. For example, if surveys should indicate a number of mothers would like or need to enter the employment market, it will be necessary to find jobs but in addition day care services for children will be needed. Mothers will also need additional advice and counsel in managing new schedules for families and other kinds of support. Despite apparently limited resources anticipated by the planning group, it is important to think in terms of how additional resources can be obtained rather than assuming that services must be devised in accordance with immediate and available resources. These kinds of problems should be regarded as challenges to creative thinking and action not obstacles.

To serve the people in the neighborhood it will be necessary to develop an inventory of the kinds of help needed to bring about changes in the prevailing conditions. A third type of listed inventory should be a listing of the available resources and those who might help. For example, the employment service should provide help and guidance with job place-

ment, private agencies concerned with vocational services may help in providing counseling or in the training of neighborhood center personnel, case-work services may be provided by family service agencies or testing and assessments of clients might be arranged at university clinics. This is the initial step in coordination and utilization of existing resources.

Once the functions of the center have been become clear, a determination of what the center will do for itself and what can be obtained outside begins. The planning group, however, will have to make judgments on "capability" about a particular agency to deliver services. A number of factors may be examined to determine a rough estimate of an agency's capability for giving service to the center. Does it have a history of providing services to the disadvantaged and what is the agency policy or attitude about working with such a population? Does it have a waiting period for service? Is it located close enough to the neighborhood so that it can be used by the center clients? Does it have the skills to deal with the complex problems of the poor? Is it willing to share information with the center about clients? In general, does the planning group estimate that a harmonious working relationship can be carried out with such an agency? Is it flexible in its general approach to such a relationship?

The fact that given agencies have had a history and tradition of carrying out a particular function in the community does not necessarily mean that it can or is willing to carry this function out on behalf of the disadvantaged. The planning group should not be fearful of the issue of "duplication" of services. Two agencies carrying out a similar function for different populations may be necesary to get the job done.

The next steps involve the development of the specific program, the functions to be carried out, the staff needed to carry out these functions, the costs of such a program, and determining how effective the program is, and what kind of organization and administration is needed. These are presented in the specifics of a neighborhood manpower program model. The model described below is the most popular and lends itself to modification in satisfying the unique conditions of any community and the resources available in most for carrying out a program.

THE FUNCTIONAL COMPONENTS OF THE NEIGHBORHOOD MANPOWER PROGRAM

General Considerations

The expansion of employment opportunities and the ability of the individual to avail himself of these opportunities has become a responsibility shared by the individual and the community. To fulfill its share of the responsibility, local communities across the nation have begun to develop a network of manpower services which both find and create employment opportunities on the one hand and train individuals for employment on the other. The local services are, in the main the local implementation of the federal programs. While the federal government may provide the bulk of the funds and guidelines for their use, the manpower services are administered by local groups or by state offices in local communities. The development and growth of manpower services within these communities to better solve the employment problems of our disadvantaged, has required the expansion and modification of existing services (such as the State Employment Service) and the creation of a wide variety of new services and programs (e.g. the Neighborhood Youth Corps, the Job Corps, New Careers programs and others).

Even during the beginning growth period of manpower services it was recognized that while the disadvantaged shared poverty as a common characteristic, they constituted a group which varied widely in intellectual ability and social skills, they were a group just as or more susceptive to behavioral and emotional problems as the total population and that educational deficiencies were a major block to employment. To increase employability within this group requires a multitude of interlocking and interrelated services that provide not only training in marketable skills, but which also remedied those deficiencies which were barriers to employment. It is apparent, therefore, that to serve this heterogeneous group, any community program must be comprehensive in nature carrying out such functions as recruitment and selection, pre-vocational training or employment readiness training, remediation of educational deficiencies, cure or treatment of health or mental health problems and deficiencies, counseling and guidance, skill training in a wide variety of fields, help with family problems, job placement and post job placement support and encouragement.

Not only does there need to be comprehensive programming in the sense that a number of alternative choices are available to fit the unique needs of the individual but mechanisms need to be worked out so that the choices are available at the time that they are needed.

Correct timing and that linkage have been developed between services,

and coordination are vital to the effective serving of people. Services must be interdependent and interrelated. The counselor in manpower programs, for example, must not only be able to provide guidance and understanding, but must be confident that training opportunities are available when needed or his counsel has little real value. Problems of coordination and timing in relation to the Neighborhood Manpower Program are discussed later in the paper. It should be noted here, however, that workable models of comprehensive manpower services are only now emerging—as needs are discovered, new programs and services are being developed as are new techniques and new methods. The programs and services discussed later in the paper, represent some of those available in most large communities. Time and the dedicated energy of people will make them available to many more communities.

Institutional Functions

In addition to its direct service program the neighborhood manpower center needs to carry a number of activities which keep it "going" organizationally and also improve its services. These are the administrative functions, staff training, adjunctive or supportive programs, maintaining its agency relationships (those with other manpower programs and those with other neighborhood services) and a method by which it can evaluate its services and its total program.

Administration—Structure and Staff

The usual pattern that stems from present experience places responsibility for the neighborhood center program under either the central manpower program or under the administration of the multi-service neighborhood center. For most neighborhood manpower programs policy making and administration are the province of a large structure of which the center is a component. In some instances neighborhood committees are formed to give residents an opportunity to express themselves about how they view the operation of the center and to make suggestions for improvement or the need for additional programs or services. They exert no administrative controls except through their neighborhood representatives on the Community Action Agency board of directors.

Direct administration of the center should be vested in the professional Director or Coordinator. He supervises the staff and is charged with responsibility for carrying out the program. He meets with the other agency representatives and arranges agreements for services and deals with problems that arise in these relationships. He hires personnel and is responsible for

maintaining the records of the operation. He reports through statistical means the level of activities of the center.

Additional staff is often a matter of resources. A minimum manpower staff would include vocational counselors, placement officer, job development personnel, neighborhood workers, receptionist and secretaries.

Unique to the neighborhood programs has been the increasing use of nonprofessional personnel, particularly those who are neighborhood residents. Aside from the special contribution that they can make through familiarity with the people and the neighborhood, most have been able to perform with skill and competence a wide variety of tasks formerly deemed to be the responsibility of professional workers.

> "He gathers information relating to youth and their employment by visiting their homes and interviewing them and/or their parents. He acts as a reception and intake worker for new clients reporting to the agency. He assists counselors by administering structured interviews and questionaires and discusses the findings with other staff members. He assists teachers or professional remediation workers tutoring individuals or small groups in reading and mathematics. He supervises groups of youth in the performance of certain maintenance, clerical or laboring tasks. He assists psychometrists in administering and evaluating a variety of tests or work samples. He canvasses employers by phone, mail or in person to locate possible job openings for youth and refers youth for interviews. He visits youth on the job or in training situations to discover progress and uncover problems. He recruits youth for the program by approaching them in the street or in areas where they congregate. He teaches specific skills in certain limited areas."[14]

The continuous training of such personnel to improve skills should be part of the ongoing program of the center. Staff meetings should be held weekly to answer questions on problems that arise and to develop techniques in handling these problems

Location

It should be understood that the location of the manpower service is a most critical element of the outreach process. Most frequently these services have been located in vacant stores in the neighborhoods or similar places in areas where it has maximum visibility to the population as well as accessibility.

For those planning such a service it should be kept in mind that centers should be furnished comfortably and surroundings made as pleasant as possible. Provision should be made for play areas where children are kept entertained and visible for supervision if parents are occupied. Signs and other displays should identify the center for those passing by.

Where manpower programs are part of a multi-service program, location will depend upon the space needs of the total operation. Many have been located in schools or other public buildings. New legislation administered by the Housing and Urban Development Agency provides funds for the construction of such centers.

The OUTREACH Component

In the past, a major difficulty in serving the disadvantaged in problems related to employment has been a general inability to deliver such services. The individual's feelings of hopelessness and fear of involvement with "officialdom" along with bad past experiences with agencies and their representatives suppressed the motivation to seek help. Also a lack of understanding about the purposes of such agencies have all contributed to the practice of avoidance in making contacts with the community institutions that might aid them.

The past practice of most social agencies has been to allow the client to find his way to them. This has been a major criticism by poverty programs directed against the traditional employment agencies. On the simple assumption that people can't be helped unless they are reached, workers in poverty programs have adopted very aggressive techniques in searching out clients and bringing them to the service. Outreach has been a major program emphasis of neighborhood manpower centers. These centers, for the most part, have been in turn a major program of the Community Action Agencies supported by OEO funds.

It should be noted that the methods of outreach to clients has involved a wide range of activities on the part of both programs and agencies other than the mere direct contact with potential clients. Reaching out to people in need has become a major consideration in the planning process of every agency and program in the manpower field and almost every service needed to support employment efforts.

Thus, the State employment services have "out-stationed" counselors and job developers in neighborhoods as part of an outreach effort and an effort to bring service to people. Similarly Family Service Agencies and other Casework Services have placed personnel in neighborhoods as a means of reaching out to people. In addition employment training programs; health, mental health, educational and recreational facilities are being created close to the clients.

What is newest is that Community Action Agencies have developed a new job category, usually called a "neighborhood worker" whose function it is to reach out and make contact with the target population. The neigh-

borhood worker is usually someone who is indigenous to the target area and familiar with the people and their problems. He is the "field representative" of a number of neighborhood or district human services, including employment services, who makes direct contact with the people of his assigned area in their homes, usual meeting places or by referral from relatives or friends. Thus a key figure in "reaching out" to prospective users of service is the indigenous neighborhood worker. In addition his knowledge of the neighborhood and its people are valuable assets in making known the growing manpower program.

Recruitment

Recruitment is the action component of the outreach process. Manpower centers tend to serve a wide range of differing populations. Among these are the aged, the adult worker, the female head-of-houshold and youth. Each group represents a different set of problems and since the activities of each group differs, the outreach procedures may vary. For example, an idle youth may spend his leisure time "hanging" out in bowling alleys and other recreation establishments—any program to reach the aged would be different than that of reaching these youths.

As has been indicated, in most poverty programs responsibility for reaching out to potential clients is assigned to the "neighborhood worker." This is usually a person who lives in the neighborhood, is acquainted with it and has an understanding of the "life style" of the people.

A great number of techniques have been used by different programs in reaching out to or recruiting clients. It must be remembered first and foremost that the way in which clients are dealt with at the center is the most effective way of advertising.

If clients have a pleasant and fruitful experience at the center, the informal communications system of the neighborhood (word-of-mouth) will make the center known in a positive way.

Frequent door-to-door surveys has been an additional technique of maximum coverage. While data about the neighborhoods is being gathered, the "service available" as part of the explanation for the survey informs potential clients of the center.

Some centers have gone so far as to use sound trucks, ads in local and foreign language newspapers, film strips in movie houses and posters to indicate the availability of help. These campaigns are periodic and usually are related to the opening of new programs such as the Neighborhood Youth Corps. Direct mailings to selected age groups or sexes have been used to recruit for specialized programs and services.

A newer technique has been to send workers to known neighborhood "hang-outs" for face-to-face discussions with potential clients. This method has been used extensively with youth. Particularly, the hard to reach youth.

Drop-ins will also constitute a fair percentage of the client load.

The channel of agency relationships provides the largest source of clients, however. Agreements can be made with local school systems to report drop-outs to manpower centers so that the neighborhood worker can call to make a rapid contact. Similar arrangements can be made with probation departments, recreation agencies, family service agencies, welfare departments, other manpower programs, clergy, health services and the indigenous leadership of the neighborhood. By informing these individuals and groups about the services of the center, it is possible to reach most of the clients within the area assigned.

Caution should be used in trying to pace intensive recruitment drives. The center must be able to deliver service to clients as rapidly as possible. Extended waiting periods will mean a loss of disgruntled clients.

Initial Interview and Processing (Intake)

Each program tends to have its own procedures for processing people who come to the center. Some centers have staff assigned to "receive" the individual and get some initial information and then assigning the client to a vocational counselor.

It should be borne in mind that while procedures may vary from program to program certain guidelines that cover the real purpose of these procedures may be helpful to know.

It is important, of course, to get as much useful information about the client as possible—to get it as quickly and as easily as possible. Past experience has indicated that when processing of clients is done over a long period of time that the "drop-out" rate or loss of clients tends to be very high.

It should be understood at the outset that communications is a two way process and that while information is being gathered to help in making decisions about what is the best plan for the client—he is also curious about what he can expect to get from the center and what its real purpose is. Printed information about the center may have some use but the counselor or receptionist must be willing to keep him informed.

A sample interview form is included in the appendix of the monograph. This has been borrowed from one of the more successful and more sophisti-

cated programs. It can be modified in accordance with the needs of any particular program. In general, information about the client throughout the intake process gathers information that identifies the clients past experience and education, health status, aptitudes and personality, his experience with the particular program of the center, and information that helps the center evaluate its own program.

Since the gathering of this information may extend over a period of time and may need to be gathered in different places, the burden of scheduling and managing the process will rest with the counselor or other person assigned this task. A typical processing procedure for a neighborhood employment center is that carried out by Community Progress Inc. of New Haven. It is described in their "Operating Manual for Neighborhood Employment Centers."

> **"General Processing Procedures**
>
> When an applicant first comes to NEC (Neighborhood Employment Center) the secretary or receptionist asks for basic information for the Manpower Interview Guide (i.e., name, address, age, telephone, etc.) and arranges for the applicant to see a Neighborhood Worker (NW). The Neighborhood Worker completes the Manpower Interview Guide application form and explains the NEC program to the applicant. He also asks permission to call any previous employers, schools, or other agencies which might have information to help evaluate the applicant's job potential. The NW sets up an appointment with the Placement Interviewer from the Connecticut State Employment Service (CSES) who is on the staff of the NEC and with the Vocational Counselor.1/ The Placement Interviewer fills a CSES 511-Application Card and further questions the applicant about past vocational experience, aptitudes, and goals to try to match these with job openings.
>
> The Counselor also interviews the applicant. During the interview he tries to evaluate the candidate's emotional stability, motivation, and maturity and he attempts to learn about other personal or family problems which affects the candidate's situation. He also schedules the applicant for a testing session at the Skill Center. (The testing is conducted by CPI's Testing Specialist). Before the applicant is tested, it is the Counselor's responsibility to explain the purpose of the test and generally prepare him for testing.
>
> After being tested, the applicant is interviewed again by the Vocational Counselor who then has the test results, his own data, and the information provided by other staff members to guide him to a conclusion about the appropriate action to be taken.
>
> The **final** selection of a program is made in a staff meeting or a "disposition conference". Only applicants whose program planning proves very difficult are discussed in a disposition conference; most programs are mapped in staff meetings. However, in both cases the whole staff must concur in the selection. The applicant has the final say, and if he rejects the staff's suggestions, they seek to find alternatives for him."[15]

1/ The applicant who has skills which match an available job may be referred immediately to the job by the Placement Interviewer and, therefore, would not be interviewed by the Vocational Counselor.

Counseling and Learning About the Individual

The counselor is the key person in the procedure which moves the client from an applicant to the training program or eventually to the job. He is the person to whom the client relates in making decisions and in being guided about what he needs and doesn't need to reach his goals. (For a more intensive discussion on counseling with the disadvantaged the reader is referred to "Counseling Services for Unemployed Youth" by William C. Bingham, published by The Center for The Study of Unemployed Youth.) The counselor is the individual who coordinates the management plan for the client.

While a great number of people may "counsel" the client in a number of ways, the general area of guidance and control should be left to the person to whom the applicant for employment is assigned. In most programs the "counselor" is a person trained in vocational counseling and has all the proper educational and experiential credentials. In many programs where such personnel are not available, the role may be filled by "nonprofessional" workers. Whenever possible professional help through consultation and for training purposes should be sought to aid the nonprofessional.

Joseph L. Weinberg, in a pamphlet entitled "Supportive Services in Youth-Work Programs" discusses the role of the counselor:

"The counselor is the key staff member in the younth-work program and provides the "professional cement" that holds the program together. His role is manifold.

A— He may often be the first "positive connection" with authority experienced by youth from the poverty culture. He must, therefore, be prepared to serve in a "defender" role for the youth (who may test him out) to prove his concern and friendship by representing his interests in the community-at-large (i.e. in court, in the home, in the neighborhood).

B— The counselor assigned to a youth must be permitted to sustain a relationship with him and follow him throughout the program. He is someone familiar who can be turned to, if needed, at each new step of the way, and returned to if the going gets rough or failure is experienced.

C— The counselor, while giving support and reassurance, attempts to build the self-esteem of the youth and provides him with a role model to help him test out new attitudes and values learned through their relationship.

Given the above, it may be possible for the youth to begin to develop a beginning trust in authority and the "establishment". However, since most disadvantaged youth are unfamiliar with and may feel threatened by individual face-to-face verbal contacts, it is best to restrict initial counseling contacts to short intervals, dealing with concrete problems and immediate gratifications. In short, action is needed, not talk![16]

In order to help the client in making the best choice of a variety of opportunities and to help him by providing remedial and other services, some objective and subjective assessments must be made of his strengths and weaknesses. It will be necessary to relate his potential with his aspiration in the light of realistic opportunities. To do this most programs have devised a mix of tests, interviews and work sampling procedures to make such determinations. These procedures may include personality as well as aptitude tests. Many programs include the GATB (General Aptitude Test Battery) used most frequently by the State Employment Services.

In the selection of tests to be used, the advice and counsel of psychologists should be sought. Caution should be used to prepare the clients for testing and careful interpretation by the counselor should precede and follow testing. It is better to administer testing later rather than sooner in the process.

The important thing to remember is that what is sought is information that will help in decision making about what is best for the individual. Tests are not an end in themselves.

Decision Making About The Individual

Depending upon the difficulty of the individual's problems an initial consideration will have to be given as to how decisions should be reached on what is the best plan for him. Relatively simple procedures, trusting to the discretion of the counselor, can be carried out, by the assigned staff, e.g. the employment placement person.

Where an involved plan needs to be worked out, the counselor may want to have the particular case "staffed." This may be called a "disposition conference" in some programs. A number of clients may be discussed at a given meeting. It may be attended by a number of staff members who have had some experience with the client or individuals who have had dealings with the clients in their own agencies (such as schools, public welfare or work-training programs). Often, consultant psychologists, doctors or psychiatrists may be asked to attend to add their specialized skills to help in making decisions and plans that can best serve his short and long range interests.

The counselor interprets the hopes and aspirations of the client to the group and after discussion will interpret the recommendations of the group to the client. It is the client who makes the final decision about his future.

Implementing the Plan—Referral

Once a plan or program has been developed for a client and he has consented, the counselor assumes a coordinating and management role in bringing together all of the resources necessary to implement the plan.

To make success of the plan possible, a number of problems may need to be dealt with. For example, if referral is made to a training program at some distance from the center then, some help may be needed in arranging transportation, or a young mother may need help in the care of children while she attends training sessions or goes to work, another may need temporary funds through the first week of a job, etc.

To make a referral to another program will require the writing of a summary report on the client by the counselor. This will give the staff of the program to which he is referred information about the client to help them in serving him better. At this point the neighborhood program helps the individual move out into the community to either a job or to other components of the comprehensive manpower program which prepare him for work.

COMMUNITY MANPOWER PROGRAMS

THE TRAINING COMPONENT

This is not an in-depth discussion of the growing number of manpower programs which have come into being over the past seven or eight years. The variety of these programs and the number are increasing with the passing of time. They are present and available in most large communities in a variety of forms and are developing rapidly in smaller communities.

Brief descriptions of these programs are presented to give the operators and planners of neighborhood services some insight into the possibilities and opportunities that may be opened to people with employment problems through the efforts of the neighborhood manpower program.

One of the very important roles that the personnel of the neighborhood center play is the gathering of information about available opportunities and knowledge about how individuals make entry into the service system to take advantage of the opportunities. Based upon judgements of the staff and the individual to be served a number of alternative courses of action may be possible depending upon the comprehensiveness of the community manpower program. For youth a return to public school to complete education may be coupled with a job training program, for some an immediate job may be available, for others training in a particular skill may be possible.

It should be noted that problems in placement in training programs are a reality. Openings may not be available at the time, transportation to training centers may be difficult, family problems may prevent the individual from taking advantage of the opportunity, or those who are charged with responsibility for the training program may feel that the individual is not suitable for his program while modest stipends are available through training programs, lack of money maybe a real deterrant. It must be assumed, however, that the skills and interest of the staff will eventually find a possible and suitable training placement.

Present planning for comprehensive community manpower programs, in larger communities, especially, provides that services be developed through a series of steps and proceed outward from general services to more specific at each step in the plan. For example, training centers will service a number of neighborhood centers, thus serving a specific geographic area. They will be located within the area they serve. Specialized training centers for more advanced skill training will serve or get their trainees from a total community or region. In addition, planning is proceeding toward a more systematic and organized pattern of growth of

manpower services with more awareness of the quantity and quality of programs required to meet the problems. Those changed with the responsibility are more sensitive to providing the kind of preparation that leads to higher job levels. Technique and methodology in training is advancing as are the skills of trainers to make possible the greater development of human potential.

As has been indicated previously, the population which seeks service at a neighborhood manpower program will be a heterogeneous one in terms of past experience with employment and in terms of potential for future success in the labor market. Manpower programs recognize these differences so that the variety of programs are geared toward beginning with the individual at their point of readiness and moving toward both the development of the social skills necessary to get and maintain a job an those job or career skills for the highest levels of employment.

While there are a great many obstacles to overcome and depending upon the initiative and imagination of the staffs of manpower agencies and the asperations and motivations of the individual being helped, it is possible for the disadvantaged, under existing programs, to reach, in time, careers in medicine, law and science and not only low level entry jobs. Training and opportunity for the disadvantaged may go far beyond those structured programs brought into being in the past few years. Hundreds of private organizations and groups including the universities have responded to the needs of the disadvantaged in recent years. It is most important that information be gathered about all opportunities and not only those funded by government. This information should be made available to personnel working with the disadvantaged at all potential intake centers and particularly those working in neighborhoods.

Pre-Vocational Training

A great number of those individuals who find their way or are brought to the neighborhood manpower center will be those who have had none or little previous work experience or those who have consistently failed on jobs. These, for the most part, are the disadvantaged youth who have dropped out of school, they may be the underemployed who because of educational deficiencies have never been able to rise above the lowest level entry jobs or it may be those who because of personality or behavior disorders are unable to adjust to the discipline required to maintain themselves on a job. The particular problem may stem from any number of causes but what is important is that the individual has need to be trained in areas other than job skills as a means of making him ready for either further training or the world of work.

Such training in preparation for work has been labeled as pre-vocational training and encompasses a wide range of activities all geared toward the individual acquiring both the social and educational skills required for work. For some it may mean help in good grooming, personal hygiene, acquiring habits of reliability, punctuality and self discipline, proper relationship to authority, ability to carry out instructions, to be able to communicate and for others pre-vocational training may mean remedial education in reading and arithmetic or for still others literacy skills acquired through adult basic education.

Preparation for employment training is provided by communities in a variety of ways and by a great number of agencies. Most frequently such training has been made possible through public school systems by federal assistance for basic education. The Elementary and Secondary Education Act provides funds for the education of the poor. Many consider the program and activities of the Neighborhood Youth Corps as basically a pre-vocational or work conditioning technique. These activities may also be developed in conjunction with Manpower Development and Training programs.

In addition, a number of private agencies may offer such training, particularly to the handicapped. Most communities have workshop facilities for the blind, the retarded and the crippled. Several agencies such as Goodwill Industries and the Salvation Army provide such training for both the handicapped and the disadvantaged.

Each of the programs may have a different emphasis and better suit the particular needs of the individual seeking help. For example vocational rehabilitation agencies have had unique and valuable experience in serving individuals with a number of problems and hence their programs tend to be very supportive and focus on long range goals.

For the neighborhood center manpower staff it is important to learn the available resources and make this knowledge available to clients.

Work Experience and Job Adjustment Services

If one conceives of the comprehensive manpower program as a series of steps that moves a person closer and closer to actual employment by first overcoming deficiencies and then providing simulated work within a training focus and framework, a next logical cluster of programs are those that give the individual experiences that approximate the demands of the world of work.

Too often it has been assumed that the loss of jobs has been the result of a lack of skill on the part of an individual. For a long time professionals in

the vocational rehabilitation field have known that most job placements are broken as a result of poor work habits and poor social skills (e.g. getting along with others and relationship to authority etc.). For those attempting to enter the labor market, particularly after an unsuccessful school experience, some kind of intervention in the form of a training experience that prepares the individual for the demands of work is a must for successful prognosis. While one may quarrel about the adequacies or inadequacies of public education in relation to the problems and needs of the disadvantaged, it can hardly be expected that the requirements and discipline of working situations will be any less demanding or more tolerant. Programs that are specifically directed toward helping the individual better understand what is expected of him, what constitutes proper behavior on the job, how to achieve rewards through advancement and what are his rights have become a vital part of the comprehensive manpower program. Many industries have indicated a great interest in the reliable and highly motivated worker by providing their own skill training. In addition, the individual who has learned to live well within the world of work may move to the next step in the comprehensive manpower program, vocational training.

Job adjustment training is not a new idea on technique in preparing the individual for work but has been part of the repertoire of both the vocational rehabilitation field and the field of education in their work-study programs. Adjustment to work can be achieved in a great many ways including part-time jobs, workshop experience, work-study programs and in specially structured work experiences, such at the Neighborhood Youth Corps. The objectives of the Neighborhood Youth Corps as a work experience program (under the Bureau of Work Programs of the U.S. Dept. of Labor) are described in A Progress Report of the St. Louis program for April 1965 to November 1966.

*"The Neighborhood Youth Corps, a work experience program, is a part of the Comprehensive Manpower Program under the Economic Opportunity Act of 1964, Title IB. The philosophy of N.Y.C. can be briefly summarized: To provide useful work experience opportunities for young men and women, ages 16 thru 21, so that their employability may be increased and/or that their education may be resumed or continued. The youth who are most in need of the services which can be provided by the N.Y.C. programs are those, who in addition to being economically underprivileged, have poor school attendance records, lack motivation, are generally apprehensive of everyone, and have few if any skills.

The basic objectives of N.Y.C. are as follows:

To significantly increase the employability of enrollees by providing an opportunity to experience meaningful work.

To help these youth make a new assessment of their interest, aptitudes and abilities; and to encourage and assist the out-of-school youth to return to school.

To give these deprived youth an opportunity to develop a greater feeling of self worth by being a part of a work effort which has value for the community.

To use this program as a means of developing citizen concern and support for more effective service to youth.

The scope of N.Y.C. services includes work experience, vocational counseling, job preparation education, remedial education, physical examinations and referrals to and for additional community services as are required by the enrollees."

Also important is the Work Experience Program under Title V of the Economic Opportunity Act which provides special assistance to those on public welfare through special work experience programs.

Vocational Training — Skill Advancement

In order to provide the disadvantaged with maximum assets in the competition of the existing labor market, the comprehensive manpower program offers opportunities for training in marketable skills. Most community manpower programs offer a vocational training in a variety of ways. Most common are the Institutional and On-the-Job training approaches. These two may be "coupled" to provide a third alternative. These methods are described in an OEO pamphlet entitled Community Action for Employment: Manpower Development.

*"**Institutional Training.** Institutional training is provided in classroom or workshop situations. Institutional training is often carried out by public and private vocational schools, but can be provided by skill centers, technical institutes, or employers. Many communities have not adequately utilized employer-training capacity. Training should not be viewed narrowly, i.e., as being available only through public high schools' Vocational Education Systems.

On-the-Job Training (OJT). On-the-job training differs from institutional training chiefly in that it relies heavily on learning by doing and by supervised experience. On-the-job training can be effectively combined with institutional training thus utilizing the strengths of both methods."

These are activities made possible by the Manpower Development and Training Act administered by the Department of Labor. Training is conducted for a large range of occupations and related to labor market demands as determined by the State Employment Services. State Vocational Education agencies develop curriculum for training.

The Vocational Education Act of 1963 continued in operation vocational programs in trades and industry, agriculture, home economics, distributive education, practical nursing and other health occupation training and science technician training. The provisions of this act are broad and sweeping in its implications:

"Vocational education for persons attending high school.

Vocational education for persons who have completed or left high school and who are available for full-time study in preparation for entry into the labor market.

Vocational education for persons (other than those receiving MDTA training allowances) who have already entered the labor market and who need training or retraining.

Vocational education for persons who have academic or socio-economic handicaps. (State boards of vocational education are urged to (1) cooperate with all educational disciplines to make available the supplemental education required to bring such persons to the level of achievement required where they can benefit from regular occupational course offerings, and (2) assign a supervisor of programs for the disadvantaged on a full-time statewide basis.)

Construction of area vocational education school facilities.

Teacher training and supervision, program evaluation, special demonstration and experimental programs (in addition to those specifically concerned with disadvantaged youth), development of instructional materials, state administration and leadership, and other ancillary services, particularly on expanded guidance as are necessary to an effective vocational program.

The establishment of work-study programs for needy full-time vocational education students. (funds can be allotted to students between the ages of 15 and 21 who are regularly enrolled in vocational high schools to compensate for work in public agencies if they are having financial difficulty in remaining in school. They may earn up to $350.00 in any academic year, or up to $500.00 if they are not within reasonable commuting distance. They may work not more than 15 hours in a week in which school is in session but there is no limitation on hours of work during vacations.)

Demonstration funds for the construction, equipment and operation of residential schools to provide vocational education for youth between 15 and 21 years of age, with particular emphasis given to the needs of large urban areas having substantial numbers of youths who are dropouts and/or unemployed."

Special Training Opportunities

In addition to the programs previously discussed, other services have been developed for those with special needs. These needs have to be dealt with outside of the "normal" approaches and require either special facilities or personnel with unique skills. Youth with severe family problems, homeless youth and the handicapped are representative of groups with these special needs.

The Job Corps

The Job Corps is a residential camp based training program administred by the Office of Economic Opportunity. The program provides basic education, skill training and work experience for youth, both male and female ages 16 through 21. Referral to the Job Corps is made for those young people whose home life or living environment is a deterrent to success in

eventual job or life adjustment. Community programs alone are unable to provide the necessary supports for a succesful prognosis without separation from the home environment. The program is basically of three types (a) Rural Conservation Centers for men (b) Urban Centers for men and (c) Urban Centers for women.

Vocational Rehabilitation Services

This is a program with a history of success in serving people with both physical and mental disabilities. It is a federal program that provides assistance to state rehabilitation agencies. The states in turn function through regional offices to reach their disabled clients.

Physical impairments may result from heart disease, cancer, tuberculosis, amputation, cerebral palsy or any other disabling condition or disease. Mental Retardation mental illness are also included for eligibility.

As part of the rehabilitation process medical help may be provided along with the purchase of prosthetic devises, etc. to help the individual toward employment. Training services may be purchased for the handicapped from both public and private sources and may range from training as a machinist to training in medical school.

Under section 333 of the Vocational Rehabilitation Act aid and service can be given the disadvantaged provided it can be established that poverty is the handicapping condition that makes the individual unemployable.

Youth Opportunity Centers

These are programs for disadvantaged youth ages 16 to 21 which are service extensions of the U. S. Employment Service program. There are some one hundred and fifty in operation in major population centers and are operated as branches of State Employment agencies. They are usually located close to poverty areas and may assign personnel to work in neighborhood manpower centers.

Youth Opportunity Centers may provide the following services:

Exploratory interview
Counseling, both individual and group
Testing, to determine aptitude and achievement level
Occupational information
Referral to training facilities
Referral to community facilities for diagnostic and remedial services
Referral to and placement in part-time, stop-gap and regular jobs
Follow-up to assure satisfactory adjustment to a referral facility

The New Careers Program

One of the newer developments in the manpower field has been the emergence of the New Careers program. The program makes possible eventual employment in the human services area. Through a combination of basic education and on-the-job training individuals begin career ladders such as teacher aides, nurse's aides, social service aides and hospital workers and others. The goals of the program include the hope that some individuals will eventually reach professional status by fulfilling requirements for credentials over a period of time. Each program must have the opportunity for upward mobility on a career "ladder".

Federal support to these programs is made through the "Scheuer" amendment to the Economic Opportunity Act.

EMPLOYMENT ASSISTANCE COMPONENTS OF THE COMPREHENSIVE MANPOWER PROGRAM

An employment assistance program for the disadvantaged population, must of necessity, if it is to be effective, contain a number of elements. Each element is an important factor not only in securing the right job but also in maintaining the individual in sustained employment. Formerly, job placement was not viewed as a complex process. However, with increasing recognition on the part of placement personnel of manpower programs that "just any" job for any individual does not achieve the objectives of modern manpower efforts the process has become more demanding and more complex.

Placement

New criteria for effective placement require that jobs fit the talents and skills and not just the limitations of the individual, that job situations must provide potential for growth and development, that jobs be more than marginal or seasonal, that artificial barriers to jobs may need to be removed, that hiring practices and procedures may need to be changed and that placement personnel need to be better trained in order to be more effective in job placement.

The three components of employment assistance process are generally considered to be placement, follow-up and job development.

Placement on jobs is a main function of the neighborhood manpower program. An immediate job is often the most demanding need of a majority of those who utilize the neighborhood service. The placement person is constantly faced with realities about jobs that may prevent his finding or having available employment opportunities that fit the particular individual. At the same time he is anxious to maintain good relations with employers so that they will continue to utilize his service for filling their employment needs. Placement personnel, faced with what appears to be a dilemma must recognize that the objective of manpower programs require that emphasis must be placed upon service to the disadvantaged individual and that by presenting a candidate to an employer with an honest evaluation may be the best method of retaining this relationship.

Basic to conducting any placement service is having access to information about available jobs and some knowledge about the requirements for these jobs. Since most of the placement activities have been assigned to personnel of the State Employment Services either at central offices or to those stationed at neighborhood manpower centers, all information available through this channel can be brought to help the disadvantaged. In addition

placement personnel have, through their own initiative devised ingeneous schemes for keeping up-to-date an available job openings. These have ranged from simple special employer contacts and newspaper clippings to maintaining contacts with employees that keep them posted on job openings in their place of work.

More recent innovations have begun to come into being. Most recent is the introduction of a computerized job information systems which make available more immediately and for larger geographic areas, data about job openings and client needs. This system is now being experimented with in larger metropolitan areas and may indeed help immeasurably in the job placement effort for the disadvantaged.

Job Development

In recognition of the fact that the normal supply and demand functioning of the labor market has not produced job opportunities for the disadvantaged of a quality or in a quantity to solve the existing problems, a major emphasis of manpower field has been in job development.

Job development as viewed today goes far beyond the mere uncovering of available job opportunities not previously known by placement personnel. It involves organized and concerted effort by the comprehensive manpower program to change employer attitudes about the hiring of minority group members, persons with arrest records or youthful offenders, it involves the development of programs to help employers in restructuring jobs to release skilled workers from less demanding tasks, it involves helping in the creation of new jobs, it involves working with unions to open opportunities for apprenticeships, it involves the opening of new jobs in service occupations through programs like "new careers" and it may mean finding ways of changing unrealistic job requirements which may have been traditional but no longer related to actual job performance.

Job development efforts are now taking place both in relation to private industry and in the public sector. The effort is directed toward effecting changes in the labor market that will provide entré for the disadvantaged.

The Follow-Up Process

For the neighborhood center manpower service, keeping track of the client by keeping informed of his progress is a most important aspect of service. Since the client lives in the neighborhood and has easy access to the center, it is logical to view the center as the place where he can get encouragement and guidance on a continuing basis.

Neighborhood centers should encourage receiving progress reports from training programs and be sure to make inquiry every few months if the client has been placed on a job. Not all referrals or placements will be successful so that individuals will need the interest of the center in trying again. Follow-up is most important in the early stages and visits to those recently placed may be less frequent as it appears job adjustment takes place.

The frequency of follow-up will be a matter of the availability of staff time but a policy of at least once in six weeks after referral or placement should be mandatory. Having information about former clients is not only helpful to the client but helps the center evaluate the effectiveness of its service. Most importantly, the center can be that place where the individual can find a friendly ear in discussing problems and guidance in facing new situations. Follow-up can readily be assigned to the neighborhood worker for home visits which are preferable to phone calls or letters.

A recent innovation that combines job placement and follow-up is the model used in the JOBS NOW project in Chicago. This technique utilizes placement personnel called "coaches" who may be assigned to twenty or thirty young people placed in employment or on-the-job training. The coach works with the employer and the individual in helping through the job adjustment period. For the employee it is advantageous in having immediate and available guidance and help that is understanding of his problems. For the employer it is like having additional personnel for dealing with difficult employee problems and at no cost to him. It is hoped that such a technique will help make jobs possible for those who might not be considered good employment risks.

The Problems of Coordination

That problems of coordination should have arisen at national, state and even local community levels is surprising to no one. Ideal solutions will probably evade us for a great many years to come. Agencies with different goals and objectives, with different administrative procedures, staffed by personnel with different training, with different approaches to service delivery and with a different focus on client problems would by virtue of these differences find it difficult to establish good coordination with one another. Coordination **within** an agency is often a real problem.

Historically, in the United States, the existing human services developed in a fragmented fashion. Some services grew from the efforts of local, state and national governments. In addition, a multitude of private agencies grew and proliferated in response to human needs and upon the initiative of private citizens and organized groups.

Private agencies are autonomous corporate entities, administered by Boards of directors. Some are local in scope of activities while others are national organizations with local affiliates. Funding of these agencies come from private donations of citizens. In past years their support came from Community Chests and in more recent years comes through united funds. Others of this private group raise their own monies through independent drives. While this growth pattern has produced a multitude of agencies and services, resources have been extremely limited with almost none able to meet the ever increasing demands for service. Limitations of funds and manpower have made it impossible for them to deal effectively with the needs of the disadvantaged. They do, however, remain a potent force in the American social service picture, and have an important role to play in the development of comprehensive services to the poor.

City and State governments have traditionally dealt with problems of welfare, education, health, mental health and employment. With the passage of the Economic Opportunity Act of 1964, the huge but still inadequate federal programs began to be impacted on local communities with a mandate to concern itself with the needs of those in poverty.

Prior to the Economic Opportunity Act, American Communities were struggling with the problem of coordinating the efforts of hundreds of private and public services which had divided their responsibilities according to such functions as health, child guidance, family services, mental health, recreation etc. In addition, sectarian agencies sponsored by Catholics, Jews and Protestants grew up. Health Agencies for Cancer, Mental Retardation, Heart and others were added in time.

Besides being fragmented, specialized, over-burdened, under-financed

and highly professionalized, most services are geographically located at great distances from disadvantaged people. A general attitude of "we are here — come and get it" prevails. With the birth of the poverty program came the creation of the Community Action Agency within the local community. One of its chief purposes was to mobilize and coordinate the existing social service, health and education resources of the community for service to the poor in addition to creating missing components of comprehensive services.

A number of communities have in the recent past experimented with solutions to the problems of fragmentation by developing multi-service neighborhood centers. Most recent are demonstrations being planned in 14 large cities — Boston, Chattanooga, Chicago, Cincinnati, Dallas, Detroit, Jacksonville, Louisville, Minneapolis, New York, Oakland, Philadelphia, St. Louis and Washington. These communities will experiment with various approaches to multi-service centers with the principal purpose of developing cooperative patterns of action at federal, state and local levels.

Coordination at the federal level is planned for five agencies; Department of Labor, Health, Education and Welfare, Office of Economic Opportunity, Housing and Urban Development and the Bureau of the Budget. Through a joint Steering Committee they are developing standards and guidelines for Multi-Service Centers. Neighborhood Facilities Grants have been established by the Housing and Urban Development Act of 1965 which will finance the construction of such centers.

Experience to date has indicated a larger number of problems of coordination emerging. The factors and thinking behind the Community Services Act of 1966 points these out most clearly:

> "In an effort to overcome these deficiencies (fragmentations, overlap, etc.) many of our established agencies are experimenting with community-based programs offering health programs, neighborhood service centers for the poor and the aged, community service centers for welfare recipients, and networks of community health services are all at various stages of development or consideration.
>
> "But these developments are only a partial answer. Each is evolving independently of the rest, yet all are converging on the same client population. The inevitable result will be overlap, discontinuity, confusion, and — in consequence — disappointment of the very expectations to which they gave rise. Instead of community mental health centers, community welfare centers, and community public health centers competing side by side for scarce dollars and scarcer personnel, we need comprehensive centers, coordinated programs, and a planning process capable of focusing on the total needs of the individual and the family.
>
> "The development of better community services must be concerted effort to stimulate better coordination and communication among them. This is a task primarily for state and local agencies, public and voluntary, working together. But there is also an urgent need for national leadership. Having contributed to

> creating the problem, the Federal government should now assist in solving it by encouraging means of welding categorical programs into a more unified whole."

For neighborhood manpower programs the problem of coordination is two-fold. Programs must be integrated into the network of services within the neighborhood and also coordinate its activities with the comprehensive manpower program components spread throughout the community. It may even have to coordinate or relate to area manpower programs (e.g. MDTA).

This will mean a complex set of agreements will have to be arranged. Supportive services will need to be available when the center workers need them and problems of communications will be difficult to deal with. This requires skillful administration and abilities to get along with a wide range of people. Most important will be developing a decision making process that allows for action and movement toward objectives.

A chronic problem for neighborhood workers who need to rely on coordination with "outside" agencies has been that services are not available when needed. For example, social work services may be obtained from a Family Service Agency but a three month wait may be required because of a backlog of cases and a limited number of caseworkers.

While this arrangement may constitute the desired coordination of services, it fails to meet the specific need of the client or manpower center. After, the basic components of comprehensive programs may be present in a community but not in sufficient quantity or quality to be effective in serving the client. The alternatives in remedying these situations may be to either strengthen the existing agency by helping it to develop more resources or to develop a similar service function within the manpower program.

Community Progress, Inc. of New Haven chose to solve this problem of shortage of social work services by creating Unified Social Services to provide casework for all of its programs including manpower.

Other communities have made arrangements for "detached" workers from other agencies and have paid for the salaries of these workers. The employment services have provided on-the-spot counselors to manpower programs in many communities. In others, like New York City, counselors from Neighborhood Manpower Service Centers are outstationed in each of 10 family service centers to help applicants find suitable jobs or placement in training programs.

The above approaches tend to indicate the experience to the present time for those working at the neighborhood level. Present trends indicate

that planning in Education, Public Health, Mental Health, Public Welfare and Employment Services are moving toward the establishment of Services in neighborhoods either through multi-service centers or through a pattern of coordinated but independent service operations. For example, in the latter form, health services and mental health services may be attached to hospitals located in or near neighborhoods and manpower and employment programs may emanate from "Opportunity Centers" with a multi-faceted manpower service.

In any form of service development for neighborhoods it will be necessary to create mechanisms and techniques which establish a) continuity of service to the individual and b) cohesive forces which tie the services together to best meet the needs of the people of the neighborhood. This will require some type of planning effort at the neighborhood level which constantly studies and evaluates how well these needs are being met and what changes or additions are necessary within the "service complex" to better meet the needs. Such a mechanism may be informal such as luncheon meetings of neighborhood service pesonnel. These meetings should focus on the neighborhood and its people and what is needed at that level.

Further, success in coordination at the neighborhood level is dependent upon good working relationships between the personnel of the different service components. It is important for neighborhood personnel to know and understand the programs of each of the component parts of the service.

Visits to each others programs may help in understanding both the strengths and problems of the services involved. It is often unwise to make referral to a service which has not been visited by the worker at one time or another. This kind of relationship eases communication between services and results in better and more help to clients.

IMPLICATIONS

As of the present time it appears that a major commitment has been made at the Federal level to attacking the problems of our disadvantaged at the "grass roots" — in the neighborhoods where people live. A main assumption is made that the disadvantaged can be helped to a happier and more productive life if they are given access to a wide variety of human services — those that remedy deficiencies — help in finding jobs — better and more social service and increased health services.

When placed in neighborhoods these services are accessible, there can be continuity of service, the atmosphere is informal and not frightening, it is friendly because it is staffed in part by friends and neighbors. The center will help solve problems and provide whatever is necessary to make the individual more palatable to the world of work. If all these things are done and he gets the right job then hopefully he will climb out of poverty. Essentially this is the promise made to him by the program.

While the neighborhood manpower center is the keystone of the comprehensive manpower program it is also the most vulnerable component.

In order to be effective in reaching its target population, the center must be aggressive in its recruitment — it seeks people out and coerces them to come — it makes promises about training and better jobs. Its continued effectiveness as a place which helps with employment problems will depend upon its ability to deliver on these promises.

To date the record is not an outstanding one. While we have been innovative and agressive in recruitment and have had some success in training and in remediation, the placement record is dismal.

The same barriers to employment for the disadvantaged still operate to the frustration of those who have been trained and motivated for work. Our neighborhood employment centers are still fitting the client to the job and these tend to be the low-level entry jobs with little or no promise for the future. It is problematic as to how long a neighborhood employment center can continue to be patronized unless the "success" record can be improved. Job Development must become more effective.

For the staffs of centers, the necessity of saying, "these are the jobs available" even though they aren't desirable, is also a frustrating experience. It is essential that increasing attention be paid to the quality of jobs. This may mean that better methods for obtaining information about jobs available — perhaps to more distant points where industry is locating — transportation innovations may need to be brainstormed. More supports to industry to locate in ghetto areas may be an effective alternative.

Also, to be more effective, neighborhood manpower centers will need to become more diverse in their functions and programs. More and more programs may need to be carried on in neighborhoods. This may change the general nature of the neighborhood manpower center as a recruitment and dispersal agency to a direct program and service agency. It might follow the Mobilization for Youth model where a number of training programs are carried on within the neighborhood.

Sheltered workshops in neighborhoods of the Goodwill Industries type may need to be developed for youth, "hard core" unemployed and the older worker. The neighborhood could become the consumer for products and services developed in these workshops.

While recognition may be given to the fact that private industry jobs hold the real key to mass employment, the introduction of the "New Careers" job opportunity is a new and promising alternative to development in the public sector. Neighborhood centers should give full exploration to this idea and other new ideas as they emerge from our present efforts and experiences.

Neighborhood centers will continue to grow and expand. More people will be reached and brought to the manpower service complex. That they will not have been reached in vain will depend upon factors of economics and our ability to break the barriers that have kept the poor poor. These are factors beyond the power of the neighborhood centers to deal with or to reers" job opportunity is a new and promising alternative to job development manage alone. It can however be part of the total effort for creating change. It is, however, at the center where the judgement and accounting will take place.

Change will not take place overnight but until significant changes do occur, the center will be a most necessary and viable innovation in hastening such change.

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APPENDIX

(Sample Manpower Interview Guide used by Community Progress Inc., New Haven, Connecticut)

.MANPOWER INTERVIEW GUIDE

day | month | year | NEC

intake date | identification no.

A. INTAKE INFORMATION (complete all questions)

1. APPLICANT'S NAME:_____,_____,_____ 2. PHONE:_____
(print!) (last) (first) (initial)

3. ADDRESS:_____,_____,_____ 4. SEX? (1)__M (2)__F
(no. & street) (apt.) (city)

5. SOURCE OF REFERRAL TO CPI:_____ 6. SOCIAL SEC. NO._____-____-____

7. BIRTHDATE:____/____/____ 8. REGISTERED AT CSES: (1)__Yes (2)__No (_____)
day month year DOT Code

9. REASON FOR COMING TO CENTER: (check one)

(1)__to seek full-time permanent employment
(2)__to seek part-time employment
(3)__to seek summer or temporary employment
(4)__to seek vocational education & training
(5)__to seek counseling and advice only
(6)__to seek information only
(7)__other (_____)

10. EMPLOYMENT STATUS OF APPLICANT:
(1)__not working
(2)__working part-time
(3)__working full-time

11. CURRENT SCHOOL STATUS: (check one)
(1)__in day school
(2)__in night school
(3)__in school but on vacation
(4)__out of school

12. BIRTHPLACE:_____ 13. YEARS LIVED IN NEW HAVEN:____Yrs.(life__)

14. YEARS IN PRESENT NEIGHBORHOOD:____Yrs.(life__)

15. IF NOT LIFETIME RESIDENT OF NEW HAVEN, RESIDENCE PRIOR TO NEW HAVEN:_____

16. MARITAL STATUS:
(1)__single (never married)
(2)__married
(3)__widowed
(4)__divorced
(5)__separated

17. ETHNICITY:
(1)__Negro
(2)__P. Rican
(3)__White
(4)__Other

	(1)YES	(2)NO
18. VALID DRIVER'S LICENSE:	( )	( )
19. DAILY ACCESS TO CAR:	( )	( )
20. SERVED IN MILITARY:	( )	( )
21. HEAD OF HOUSEHOLD:	( )	( )
22. PRIMARY WAGE EARNER:	( )	( )

23. NUMBER OF DEPENDENTS, EXCLUDING SELF, SUPPORTED BY APPLICANT:_____.

Secretary's Initials _____ Neighborhood Worker Assigned:_____

COMMENTS: (initial and date all comments) _____

24. English Competence: 1__Fluent 2__Difficult 3__None (interview not in English)

B. EDUCATIONAL INFORMATION: (complete all questions)

1. HIGHEST GRADE FULLY COMPLETED: (circle)

		CHECK IF RECEIVED DIPLOMA
(1) Elementary Jr. High, & High School	1 2 3 4 5 6 7 8 9 10 11 12	_____
(2) College or University	1 2 3 4 5	_____
(3) Trade or Vocational School	1 2 3 4 5	_____
(4) Graduate or Professional School	1 2 3 4 5	_____
(5) Other (_____)	1 2 3 4 5	_____

8

B. EDUCATIONAL INFORMATION: (continued)

2. Name of School (starting with last attended)	Location	Curriculum	Degree, if any Type	Year

3. VOCATIONAL TRAINING INTERESTS: (specific types of training which interest applicant)

_____

_____

_____

4. APPLICANT LEFT HIGH SCHOOL BEFORE COMPLETION: (1)___Yes (2)___No IF YES,

a. HOW LONG OUT OF SCHOOL:___mo.___yrs. b. PLAN TO COMPLETE EDUCATION: (1)__Yes (2)__no

c. PRINCIPAL REASON FOR LEAVING AND/OR NOT RETURNING TO SCHOOL:

(1)___Illness
(2)___Marriage, pregnance,work at home
(3)___to support self, family
(4)___preferred to work, felt course of little value
(5)___low grades, trouble with courses
(6)___trouble with teachers, sch. authorities
(7)___trouble with law outside of school
(8)___trouble in relations with other students
(9)___Other (_____)

C. HOUSEHOLD INFORMATION (complete all questions)

1. NUMBER OF PERSONS IN HOUSEHOLD AND SUPPORTED BY FAMILY INCOME:_____persons
2. NUMBER OF ROOMS OCCUPIED BY THESE HOUSEHOLD MEMBERS:_____rooms
3. ESTIMATED TOTAL FAMILY INCOME IN LAST YEAR:_____(to the nearest $500.)

4. APPLICANT LIVING WITH:
(1)___both parents
(2)___mother only
(3)___father only
(4)___other relative(s)
(5)___friend(s)
(6)___alone
(7)___spouse & children
(8)___children only
(9)___other

5 5. OWNERSHIP OF DWELLING
(1)___own house
(2)___rental
(3)___public housing
(4)___other

6. PRINCIPAL LANGUAGE IN HOME
(1)___English
(2)___Italian
(3)___Spanish
(4)___Other

7. PRINCIPAL SOURCE OF PERSONAL INCOME FOR LAST MO.
(1)___employment salary, wage
(2)___Welfare
(3)___Unemployment Compensation
(4)___Support by parents
(5)___loans
(6)___savings, sale of possessions
(7)___public assistance
(8)___Other (_____)

8. IF HEAD OF HOUSEHOLD OTHER THAN APPLICANT:

a. EMPLOYMENT STATUS OF HEAD:
(1)___employed full-time
(2)___employed part-time
(3)___not working, looking for work
(4)___not working, not looking

b. HIGHEST GRADE COMPLETED BY HEAD OF HOUSEHOLD:

c. OCCUPATION OF HEAD OF HOUSEHOLD:_____

_____

9. Is applicant receiving Welfare: _____Yes ____No.

D. OCCUPATIONAL INFORMATION (complete all questions)

1. JOB INTERESTS OF APPLICANT: 1st Choice: _____

   2nd Choice: _____

2. YEARS OF FULL-TIME EMPLOYMENT EXPERIENCE OF APPLICANT: ___yrs. (indicate 0 if never held job)

3. NUMBER OF FULL-TIME JOBS HELD IN LAST 5 YEARS: ___jobs.

4. ESTIMATE OF PERSONAL INCOME OF APPLICANT IN LAST YEAR: $_____(to nearest $300)

5. WORK HISTORY OF APPLICANT:

	a most recent job	b next to last job	c 2nd to last job	d 3rd to last job
Name and Address of Firm				
Product or Service				
Date began/ended	__ __/ __ __ mo yr. mo. yr.	__ __/ __ __ mo.yr. mo.yr.	__ __/ __ __ mo.yr. mo.yr.	__ __/ __ __ mo.yr. mo. yr.
Final salary/week	$ /wk.	$ /wk.	$ /wk.	$ /wk.
Hours per week	hrs./wk.	hrs./wk.	hrs./wk.	hrs./wk.
Job Duties (specify)				
How was job obtained?				
Job duties liked or disliked?	liked___ disliked ___	liked ___ disliked ___	liked_____ disliked ___	liked_____ disliked ___
Reason for leaving				

(highest paying job and job longest held should be included in response to question #5.)

6. OTHER JOB EXPERIENCES, SPECIAL SKILLS, COMMENTS: _____

   _____

   _____

7. ANY PHYSICAL LIMITATIONS: (1)___Yes (2)___No (if yes, specify_____)
8. ANY TROUBLE WITH THE LAW: (1)___Yes (2)___No (if yes, specify_____

   _____)

9. MONTHS IN LAST YEAR APPLICANT WAS WITHOUT WORK AND LOOKING FOR WORK: ___MOS. UNEMPLOYED

10. APPLICANT'S EXPLANATION FOR DIFFICULTY IN FINDING OR HOLDING SUITABLE EMPLOYMENT?
    (1)___inadequate academic education
    (2)___inadequate vocational skills
    (3)___legal problems, arrest, correction
    (4)___health medical problems, disability
    (5)___economic problems, debts, miscell.
    (6)___family problems, broken home, overcrowding
    (7)___housing problems, eviction, condition
    (8)___personal relations, misbehavior, anxiety
    (9)___discrimination due to age, race, sex.
    (number the two most important problems "1" and "2")

11. HEIGHT: _____ft.____inches

12. WEIGHT: _____lbs.

(Manpower Interview Guide continued .....)

INTERVIEW REMARKS BY NEIGHBORHOOD EMPLOYMENT CENTER STAFF

TITLE_____SIGNATURE_____DATE_____

TITLE_____SIGNATURE_____DATE_____

TITLE_____SIGNATURE_____DATE_____

PAGE_____

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